THE WOMEN'S . . . INDUSTRIAL NEWS

ORGAN OF THE WOMEN'S INDUSTRIAL COUNCIL (*Incorporated*).
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ANNUAL REPORT.

As economy is still a private, if not a public duty, members of the Women's Industrial Council will, it is hoped, endorse the action of the Executive in following last year's precedent and in issuing an abbreviated Annual Report. The lists of the Committees and of the Members and Subscribers are kept at the Office and are open to inspection by all members. The account of the Council's activities has been restricted to the barest summary. All the daily routine of office business, the questions answered by letter, telephone, and interview, the reporters satisfied, the newspaper cuttings handled, the Government Reports digested, the Committees attended, the literature dispatched—all this must be left to the sympathetic imagination of our members.

Miss A. B. Page has unfortunately been obliged to resign her membership of the Executive owing to ill-health; we wish her a speedy recovery and hope that she will soon again be able to place her sound judgment and wide knowledge of political and social questions at the service of the Council.

The Committee also regrets to announce the resignation of the Hon. Treasurer, Miss M. C. McLaren, owing to absence from London and pressure of other work. She undertook the office when the Council's finances were heading towards shipwreck and by her careful management piloted them into safe waters; for her faith and her service we owe her more than we can express. Miss E. B. Ashford, who has generously given her time for many months past to the dreary but vital work of account-keeping, has kindly consented to take her place.

A change in the office staff has again taken place. Mrs. Boyd Dawson, who had been our Secretary since July, 1917, and to whose wide experience and spirit of initiative the Council owes much, felt obliged to accept another post just before the summer holidays. Two members of the Council, Mrs. W. J. Barton (Miss D. M Zimmern) and Miss J. L. Franklin, undertook to carry on the work temporarily as Joint Hon. Secretaries; they are both already too well known to members by their work to need a fuller introduction, but we know that the Council will echo our expression of gratitude

to them for their generous offer of service. Mrs. Jones, our office clerk, still remains with us, and by her intimate knowledge of all details of the office organisation does much to promote the prompt dispatch of current business.

The Council's finances were successfully carried over the critical period at the end of the war by the prompt and generous response given to the Special Appeal. The outstanding accounts which had accumulated during the last year were met and it is expected that regular subscriptions will now be sufficient to cover the reduced expenditure. Fresh funds will, however, be required as fresh pieces of work present themselves to be done.

It is gratifying to realise in how many quarters the Council's name is honoured, its help sought, and its influence felt. In addition to the informal but none the less close relations with such organisations as Women's Service, the Fabian Women's Group, and the Information Department of the National Union of Women's Suffrage Societies, and the Joint Committees on the Ministry of Health Bill and on Post-War Unemployment, the Women's Industrial Council is represented on the following bodies amongst others :—

Women's Sub-Committee of the London Advisory Committee of the Employment Department (*Ministry of Labour*), by Mrs. Boyd Dawson.

National Council of Women, by Mrs. Percy Bigland.

Legislation Sectional Committee of National Council of Women, by Miss J. L. Franklin.

Industrial Sectional Committee of National Council of Women, by Mrs. W. J. Barton.

National Baby Week Council, by Miss E. M. Zimmern.

Wage-Earning Children Committee, by Miss J. L. Franklin.

National Union of Women's Suffrage Societies : Literature Committee, by Miss J. L. Franklin.

Association of Social and Moral Hygiene : Commission of Inquiry, by Mrs. T. B. How.

Ministry of Reconstruction Domestic Service Committee : Organisation Sub-Committee, by Miss Clementina Black.

—— *Training Sub-Committee*, by Miss E. M. Zimmern.

Labour Party Women's Conference, by Mrs. W. J. Barton, Mrs. Eates, and Miss M. C. McLaren.

During the past year evidence has been given on behalf of the Council before the following Government Committees :—

War Cabinet Committee on Women in Industry, by Miss Clementina Black and Mrs. W. J. Barton.

Civil War Workers' Committee of the Ministry of Reconstruction, by Miss E. B. Ashford.

Demobilisation Board, Women's Branch, by Mrs. W. J. Barton, Mrs. Bernard Drake, and Miss M. C. McLaren.

Mrs. T. B. How represented the Council on a Joint Deputation with the Y.M.C.A. to the Chief Commissioner for the Metropolitan Police, Sir Neville Macready, on the subject of Women Police.

Domestic Service.—During the past year the Council has put a great deal of thought into the " Domestic Service Problem." It has for the time being concentrated attention on daily service, being convinced that levelling-up and standardisation of conditions here will yield the most fruitful results. In the spring of 1918 it originated the scheme for a Household Orderly Corps and appointed a strong Committee to work out the details of the organisation. A large meeting was held at the Æolian Hall on June 3rd, 1918, at which Mrs. C. S. Peel was the chief speaker, to make the scheme more widely known. This plan for reorganising domestic service has attracted a very large amount of attention, it has been constantly mentioned in the press, and correspondence on it has been received from all parts of the country. In fact, wherever the domestic service problem is seriously discussed, the Household Orderly Corps is mentioned as an effective solution. Practical difficulties, such as shortage of funds and workers, have prevented the formation of a model Household Orderly Corps up to the present, but one result of the wide circulation of the scheme has been that similar ideas are being put forward all over the country. Although as yet no Household Orderlies are doing credit to the Council's uniform as are the students from the Nursery Training School, we are convinced that we have contributed in no small degree towards the creation of an enlightened public opinion ; and the various plans which will be adopted to solve the domestic service problem will owe more that they will probably ever recognise to the Council's work.

Immediately upon the conclusion of the armistice the Council was anxious that action should be taken on a large scale to induce discharged munition workers to take up domestic service again. It was realised that only daily work with good wages and well-defined conditions would prove sufficiently attractive ; accordingly a scheme for popularising and standardising daily work was drawn up, urged upon the officials of demobilisation, and sent to the other Departments concerned. The Ministry of Labour has appointed a Committee to consider the question of both indoor and daily domestic service, and a representative of the Council attended a special Conference on it. An announcement both as to suggested conditions of service and facilities for training is shortly expected. Thus here again the Council's work is bearing fruit.

Legal and Investigation Committee.—The work of the Committee has to some extent been handicapped by the lack of a sufficient number of workers.

In February Miss Ashford resigned the Hon. Secretaryship which she had held during Miss Franklin's absence on war work in France ; Mrs. Barton undertook the work temporarily until Easter ;

in April Miss Kay became Hon. Secretary of the Legal Committee. As no secretary could be found for the Investigation Committee, the two Committees have continued to meet together.

In the early part of the year, Mrs. Croom Johnson, with the help of members of the Committee, completed the inquiry into the effect of Hours of Labour, undertaken for Lord Henry Bentinck. This was subsequently published by Lord Henry, at the Committee's request, as a 6*d*. pamphlet, entitled 'Industrial Fatigue.'

The Industry and Motherhood Inquiry was continued and completed with the help of Mrs. Eates, Miss Agnew, and Miss Davies (a voluntary worker from Women's Service); one of the most interesting features being an examination of a large number of case papers at various lying-in hospitals in London. The whole report has been published in four successive numbers of *The Women's Industrial News* (October, 1917, January, April, July, 1918), price 6*d*. each). It is therefore now possible to estimate the value of the work as a whole. Although the material collected could not be made to yield any very definite conclusions, the time and trouble spent on the inquiry has not been wasted. It has paved the way for further research, by showing that no facile pronouncements as to the unsuitability of certain occupations for women will bear investigation; and that the data showing the relationship between infant mortality and industry are not yet in existence; they must be made before they can be assembled.

The Committee received the reports of the Joint Committee for Post-War Unemployment of Women Clerks, who surveyed the field of overseas employment and alternative employment, and also considered the question of organising voluntary workers. A report of the work of the Joint Committee was published in *The News* of April, 1918. In September an invitation was received from the Ministry of Reconstruction to a Conference of the Civil War Workers' Committee. The question of training grants for war widows was taken up, the chief of the Training Grants Department of the Ministry of Pensions was seen, and suggestions were made for the extension of the list of occupations scheduled for training, and for the appointment of a woman organiser to assist the war widows in the choice of a training. A question suggested by the Committee was also asked in the House of Commons on this subject. The Joint Committee met again twice in November, and reviewed the situation as to training and openings abroad. A representative from Women's Service gave the Committee a report on the former, while Miss Lefroy kindly attended and gave information as to openings in Canada. In conjunction with the G.F.S. the Council intends shortly to press for transport facilities for girls anxious to take posts waiting for them in France.

At the request of Miss Sheepshanks of the International Women's Suffrage Alliance, the Committee conducted an inquiry into "Equal Pay for Equal Work." Two students from the London School of

Economics collected the material, under the guidance of Mrs. Boyd Dawson. The report was written by Mrs. Marillier and Mrs. Boyd Dawson, and was published in the *Jus Suffragii*.

Action has been taken on a number of complaints made to the Committee affecting either individual workers or classes of workers. Of these the most important related to (1) the allocation of duties and provision of medical attendance for the W.A.A.C.s at Havre, where considerable improvement was obtained ; (2) the provision of accommodation for W.A.A.C.s, V.A.D.s, and Nurses on leave in London ; (3) the pay and billets of women land workers.

On the legal side, the Committee considered the British Nationality (Status of Aliens) Bill, the Criminal Law Amendment Bill proposed by the National Council for Combating Venereal Diseases, and the Separation and Divorce Bill, and made suggestions for amendments to the Executive Committee. A representative, nominated by the Committee, attended the deputation to the Prime Minister, organised by the Association of Moral and Social Hygiene to protest against Regulation 40 D of the D.O.R.A.

The Committee have under consideration the amendment of the Factory Acts, and propose in this connection to organise a Conference on the position of ' The Adolescent in Industry ' in the spring. As a first step the advice and co-operation of Mr. Reginald Bray and others interested in young persons is being obtained. The Committee feels that there is a special need to watch carefully the employment of juvenile workers owing to their inexperience.

Ministry of Health Bill Joint Committee.—A Conference called by the Women's Industrial Council and the Fabian Women's Group was held on the proposed Ministry of Health at the Fabian Hall on March 7th, 1918, at which the Right Hon. Herbert Samuel, Miss Bondfield, Major Waldorf Astor, and Dr. Ethel Bentham spoke. It was decided to start a Joint Committee of seven members, elected by the fifty Women's Societies which were co-operating. The Committee met several times and discussed the Ministry of Health Bill. In July the Committee wrote to fifty members of both Houses of Parliament asking them to urge the Government to introduce the Ministry of Health Bill, as the women of the country were very much interested in it. As a result a resolution was brought before the House of Lords by Lord Willoughby de Broke, which elicited a promise from the Government to introduce the Bill without delay, and a motion for the adjournment of the House of Commons on this subject was made by Lord Henry Bentinck, but failed owing to a blocking motion brought by Mr. Handel Booth. But these motions secured renewed prominence in the press for this important question. Recently a new Society was formed under the Presidency of Lady Rhondda, called the Ministry of Health Watching Council. The Joint Committee has been asked to merge in this and is at present consulting its constituent bodies to ascertain their opinion on this proposal.

THE WOMEN'S INDUSTRIAL COUNCIL.

INCOME AND EXPENDITURE ACCOUNT.

1st November, 1917, *to* 31*st October*, 1918.

Expenditure.	£	s.	d.
To Postage, Telegrams, &c.	27	17	9½
„ Stationery	18	6	6
„ Subscriptions to other Societies, Advertising Commission, Sundry Expenses, &c.	21	0	9
„ Printing	90	14	2
„ Rent	45	0	0
„ Office Expenses	31	19	7½
„ Salary and Assistance	215	10	6
„ Hire of Hall (for Household Orderly Corps Meeting)	11	0	6
	£461	9	10

Income.	£	s.	d.	£	s.	d.
By Subscriptions—Members ..	96	2	0			
Subscribers	60	17	6			
				156	19	6
„ Donations—Members ..	54	13	6			
Subscribers ..	7	6	6			
				62	0	0
„ Lectures				0	7	6
„ Literature—Publications..	30	0	10			
Annual ..	6	19	0			
				36	19	10
„ News Sales..				30	2	0
„ Advertisements				8	11	0
„ Special Donations for Research Work ..				40	0	0
„ Sundries				8	7	0
„ Donations to Household Orderly Corps				65	18	9
				409	5	7
„ Balance, being Excess of Expenditure over Income				52	4	3
				£461	9	10

BALANCE SHEET.

31*st October*, 1918.

Liabilities.	£	s.	d.	£	s.	d.
To Sundry Outstandings*—						
Rent	11	5	0			
Salary	15	0	0			
Printing, &c.	48	0	1			
				74	5	1
				£74	5	1

* These have now been met. See Annual Report, p. 2.

Assets.	£	s.	d.	£	s.	d.
By Office Furniture	..		..	29	6	0
,, Cash in Hand	1	11	5½			
,, Cash at Bank	0	3	11			
				1	15	4½
,, *Deficit*, being Excess Expenditure over Income for year to date..	52	4	3			
,, *Less* Capital Account Nov. 1, 1917	9	0	6½			
				43	3	8½
				£74	5	1

We have examined the above Accounts with the books and Vouchers, and certify the same to be correct and in accordance therewith.

December 30th, 1918.

40 Trinity Square,
Tower Hill, E.C.3.

H. WAISSEN WILSON & CO.,
Chartered Accountants.

EMPLOYMENT AND SUBSTITUTION OF WOMEN DURING THE WAR.

Two interesting papers have recently been issued by the Board of Trade and the Home Office respectively, dealing with the increase in the numbers of women employed and the substitution of women for men in non-munition factories in war-time. The first mentioned paper (Cd. 9164 of 1919, price 2*d*.) brings its figures only up to April, 1918, and is therefore incomplete, but, apart from some unfortunate ambiguities, it affords a valuable *aperçu* of the changes in numbers employed and of the "new spheres and industrial processes which have been opened to women or made more accessible to them." It is estimated that the net increase of female workers employed outside their own homes is about 1,200,000; a number which may be unexpectedly small to some readers. It should be remembered that large numbers of women and girls left their previous occupations to go into munition factories or in various ways aid the carrying on of war; thus the changes effected by redistribution within the field of employment were perhaps more far-reaching in their effects than the actual increase in numbers.

The highest increases per cent were in occupations that included comparatively few women before the war. Thus in Government establishments, in the supply of gas, water, and electricity, in land transport, finance and banking, and in the Civil Service, the proportional increase was greatest. In industry, on the other hand, where women were already reckoned in millions, the numbers increased very largely, but the increase per cent was comparatively small. In commerce the increase in numbers and the increase per cent were both conspicuous, viz., 354,000, or 71 per cent. The redistribution among occupations is much what might have been expected; the increase in metal trades is, of course, enormous: 385,000 women workers were added between July, 1914, and April, 1918, the number at the earlier date being only 170,000. These trades had been drawing in women at a rapid rate in recent decades, and the war gave a tremendous impulse to a force already working. The textile trades and the clothing trades both show a slight falling off in April, 1918, but still head the list as the largest groups of women industrially employed. Food trades increased, but not sensationally; chemical trades, which included only 40,000 women in 1914, had increased in the proportion of 150 per cent by 1918; wood trades increased; paper and printing fell off.

The employment of women on Government work in industry is tabulated separately (Table VI., p. 9); the number engaged on munition work reached in April, 1918, the enormous total of 701,000, larger than any other industry except textiles. The arrangement of the paper here lacks clearness. Are the munition workers of Table VI., or any of them, included in the 2,700,000 estimated to be

employed in " all industrial occupations " in April, 1918, in Table II ? If not, why is the word " all " used ? Again, in Table I., nearly 200,000 workers are ascribed to " Government establishments " (April, 1918), but these do not include the Civil Service, which has a line to itself ; and in Table VI. in addition to the 701,000 munition workers, we have 774,000 females employed in " other Government work," and we are not told whether the figure does or does not include the 199,000 of Table I.

The Home Office pamphlet on ' Substitution of Women in Non-Munition Factories ' (1919, price 9*d.*) is descriptive rather than statistical, and gives a very interesting view of the relation of women's work to men's during the war. Never, of course, has the motive to introduce women's labour been so strong as in the last four and a half years. It is, however, somewhat disappointing to learn that comparatively few women have taken the place of men as managers. The reason given is that at the outbreak of war there was no supply of trained women ready to take such posts. Later on, instances of women successfully replacing men in management were reported, but no substitution of women occurred on any large scale, except in steam laundries and clothing factories (p. 6).* In supervisory posts there is a growing tendency to employ women, especially where women are industrially employed in large numbers and organised apart from men. The extension of welfare work also opens up a number of posts of various grades to women.

In industrial chemistry and research work in factory laboratories there are now increasing opportunities for University women, and employment is opening up for intelligent working women in routine laboratory work. In scientific instrument making educated women are now engaged with very satisfactory results, and although the replacement of men can only proceed gradually, because of the extreme delicacy of the instruments and the ruinous effect of error, a special aptitude of women for many processes is now recognised by employers (pp. 7-8).

In process work the substitution of women may be regarded from the point of view either of strength or skill. Very heavy processes are as a rule unsuitable for women, but it has been found that the introduction of suitable appliances and of well-thought-out methods for reducing fatigue and supplementing the lack of muscular power has in practice brought a surprising amount of work of kinds hitherto supposed impossible for women within their powers. The report suggests that with a further extension of labour-saving devices women might increasingly be employed even on " very heavy work." In the case of skilled processes, there has been also a considerable extension of women's work. Very few women, however, can be described as " skilled " in the strict sense of the engineering trades,

* It should be noted that this report does not deal with munition works in some of which remarkable cases of appointment of women to full management occurred.

" which implies ability on the part of the person described to put in hand and carry out any given complete job on a particular class of work from drawings only." Subdivision of processes and careful, systematic training, however, enabled very large numbers of women to be employed on skilled processes, the tendency being to train the women for one or two operations only, in order to make their services available as quickly as possible. The increased output which in many shops has followed the substitution of women is probably in large part due to the improvements which were made simultaneously in machines, tools, labour-saving appliances, and organisation, in obedience to the urgent call for a vast and unexampled output (p. 11).

The efficiency of women's work as compared with men's, or its " replacement value," seems to be at present difficult to determine. In the more highly skilled processes, such as scientific instrument making, women have not yet had time to attain their highest efficiency. In light semi-skilled work women are often quite equal to men, and are even preferred to them. In the case of heavy operations, on the other hand, women's labour, to be effective, must be aided by special implements, lifting tackle, &c. ; this is to some extent a handicap, as it involves extra expense ; nevertheless, the advantage of using improved labour-saving appliances has been found to be so great in husbanding energy and facilitating rapid production that manufacturers are hardly likely to scrap these improvements, which make it easier to employ women.

Thus, it appears that there is a larger field of activity open to women than before the war ; and the need of increased production, combined with the disablement of many men and the disinclination of others to return to their previous industry, will favour the employment of women and girls. It is more than ever necessary, therefore, to make the position of women in industry more definite and more regular, and perhaps the most satisfactory point about the whole industrial development of these last few tragic years is the remarkable increase that has taken place in women's organisations, and in the number of men's unions which have for the first time opened their doors to women.

B. L. H.

CHILDREN IN FACTORY LIFE.

After the outbreak of war the Ministry of Munitions required that all factories engaged on munitions and employing a number of women should have a woman superintendent to supervise their working conditions; and it is generally supposed that to her has fallen also the part of safeguarding the interests and welfare of the child-workers, since that time of strain and stress. The old reactionary firms, who had long employed women, too often accepted this new ruling with cynical amusement—and accustomed as they had been

for years to bow to the letter of the Home Office orders in matters of this kind, whilst feeling superior to the spirit which frames them—they appointed the complaisant wife of, let us say, the sales-manager or some other member of the firm's staff, or else they promoted their senior woman clerk to this position, feeling that for such a figure-head "loyalty to the firm" is the chief if not indeed the only essential qualification.

It is not difficult to understand such a point of view; for one thing, it has developed under the hard fact that for years a vast army of women in our industrial areas have been only too glad to get work of any kind for themselves or their children, and that if questioned, these women would always say that what they needed was regular employment and money; and the actual conditions of work compared to this question of regularity of employment interested them not at all. It is worth while to consider the lot of the children workers in a factory of this kind; and to consider just how far present regulations are sufficient and effectual when carried out by inspectors only, and without the co-operation of any one employed within the firm, who has authority in the workshops.

Let us take one regulation only—that of the medical inspection of young persons at their entrance into the factory.

The appended table gives the total numbers of boys and girls between the ages of 14 and 16 who were examined at their entrance into industrial life by one Home Office doctor, throughout the area for which he is responsible, during the years 1914 to 1918 inclusive—giving a total of nearly 20,000 children entering factory life in one area alone during that time :—

	Number of Young Persons Examined.			Of These There Were Rejected :		
	Boys.	Girls.	Totals.	Boys.	Girls.	Total.
1914	1,448	2,229	3,677	132	200	332
1915	1,713	3,051	4,764	85	169	254
1916	1,716	2,751	4,467	80	157	237
1917	1,558	2,320	3,878	108	151	259
1918	1,824	2,300	4,128	95	167	262
			20,914			1,344
Less those rejected			1,344			
			19,570			

Naturally these numbers include some who have been examined more than once, for boys and girls rejected at one factory sometimes try their luck, in the hope of evading the doctor, at a second—actually a forlorn hope, though perhaps not every medical officer has developed such interest in his work and such an accurate memory for faces as he who so kindly furnished these figures.

In a factory which employs some 1,500 workers, of whom some 500 are young persons, 402 children (114 boys and 288 girls) were examined by the doctor during 1918, and of these 384 (111 boys and 273 girls) were passed. If the children are engaged by a woman clerk in the firm, newly christened " supervisor " or " superintendent " since the war, she will doubtless be present at this weekly examination, with a neatly-written list of names in a beautiful clerkly hand and the necessary bundle of birth certificates—and a profound hope that " to-day the doctor will not talk too much." Having handed in her papers, she feels that her work is now done ; and, ignorant of activities to improve and protect our national health, such as the work of After-care Committees, and ignorant also of those modern ideals which underlie our elementary school education, her one desire is that this tedious routine may be quickly over, so that she may return to one or other of her manifold clerical duties. Moreover, is not the doctor really a kind of enemy to " the firm " ?—she is not sure, but she remembers the fate of Eve, and of others, who, having inquired or learned too much, have lost their pleasant places.

When it is suggested to her that the factory nurse should also be present at the medical examination, she feels affronted, and asks if the works manager insists upon this, or whether it was " one of doctor's ideas ? " For has she herself not worked in the old firm for many years, whilst the nurse is but a recent institution of a few months—an appointment probably due to interfering folks who since the war have unfortunately strayed beyond their natural and proper boundaries, or else due perhaps to the demands of the Federation of Women Workers, which all old and loyal members of the factory staff naturally regard as an outcast body ? And so the doctor's expert comments are so much waste; and the clever child with a tendency to tuberculosis, the solid, heavily-built child, the one with a shoulder humped, and the one with short sight, fall pell mell into the first job that offers—to a job of heavy lifting, or to work in the furnace-room, or to an outdoor job running errands all day and in all weathers without protective clothing being provided, or to work in a room where the air is heavy with particles of dust from cloth, metal, or stone, or to sit perched on a high stool bending closely over the inspection of small parts ; to a blind alley job, or to one offering the beginning of a definite training—first come, first served.

Moreover, departments in which a foreman or forewoman are omnipotent, will probably be quite watertight and distinct from each other. That is to say, A, the forewoman who is head of department I., will have no dealings with B forewoman, head of department II. " I keeps myself to myself," she will say; or she may, becoming confidential, explain that her opinion of B's managing and administrative qualities is so low, that she would never accept any of B's workers at a slack time ; and B will doubtless retaliate with a similar point of view about A. The effect of this is simply that ten young persons, who have been working in one department perhaps even so long as

a year, may be discharged owing to slackness on the same day that a fresh ten young persons are being engaged for another workshop in the same firm. This kind of procedure does not perhaps bear so hardly on the children workers as it does on grown women, but, nevertheless, the unnecessary evils of such a system are all too apparent to any one interested in child welfare and education to need specification. And thus the discharge of a child worker will be as sudden and unconsidered as was his or her entrance into the works

There are a thousand ways in which children can be helped within the works, this help being based on the initial advice of the doctor given at the medical examination. It is easy often to arrange with a foreman or forewoman that a child may come at regular intervals to the nurse's room for treatment, and thus be cured of some defect or weakness, which neglected, pushes him down into the vast ranks of the unemployable. Where there is a canteen, it is easy to arrange for special tables for the children apart from the roughest of the hands, or for special diet. Where there is no canteen, and, alas! too many young people have lately been working a 12-hour shift at high pressure, with actually no provision for getting a hot meal during that time, it is possible to make small arrangements that will make all the difference to the child's health and well-being. It is possible to watch ventilation within the shops, to adjust the height of seats with regard to the bench, and the position, so that the little worker need not unnecessarily be sitting all day in a draught or a dark corner; or by comparing conditions in the various shops in the same firm, to suggest alterations and improvements, and so on—but all this care means definite work, and requires thought and time.

And if there is in the factory a central employment bureau, with an educated man or woman detailed off to consider the humane side of working conditions, and who keeps in touch and linked with the manifold organisations which interest themselves in the welfare of young persons, he or she will know, not only of a thousand ways of helping the child within the factory, but innumerable ways by which a child may be helped to leave the factory at his discharge, and may be aided to rise upward on that ladder (just at the very moment when he is in danger of falling off it altogether), the first rungs of which school life taught him to scale. M. SKINNER.

THE WOMEN'S REWARD.

THE war brought into industry a mass of new workers, women, mostly untrained. Apparently nearly all did well—many did amazingly well—at their new occupations; and Ministers were loud in praises and gratitude. Indeed, the women workers formed one of those rather numerous groups who were severally assured that they had "won the war" or "saved the country." Such assurances were doubtless the more gratifying because they sometimes came

from men who before the war were quite certain that women had no business outside their homes. One form taken by the gratitude thus professed was the passing of an Act which enfranchised most women over the age of 30—the immense majority of munitioners being, of course, below that age, so that now, when the after-war difficulties are upon us, the very women who feel the pinch are left without any direct channel of expression; while the ex-anti-suffragist is heard enunciating his old doctrine: "The place of the woman" [it is always "the woman," never "women"] "is in her home, and if she has none, then in somebody else's, as a domestic servant." The authorities, not so much because they agree as because they lack the habit of thinking anything out beforehand, have tended to follow this lead, and there is every prospect that the ability and character revealed, but not at all created, by the emergency are going to be neglected, hampered, and wasted, as they were before. Among them the Ministries of Munitions, Reconstruction, Labour, and Education have missed a great opportunity and are wasting a great national asset.

From the moment when the women were taken in, consideration should have been given to the moment when thousands of them would inevitably be turned out, and preparations should have been begun for making that dismissal no disaster to them. These preparations should have been guided by the following principles: justice to the women concerned; justice to men replaced; justice to the work, the job, the conditions of the industry.

Justice to the women required, first of all, that they should not be turned into "blacklegs," *i.e.*, that they should neither be driven nor permitted to undersell men in similar employment. The Government should have been the champion of equal work for equal pay, and have resisted every effort to differentiate against the women. "Instead of which...." but I need not waste words and paper in showing how very far from any championage of the kind was the official attitude.

It was said—and with truth—that to pay the women "a man's wage" would be to give many of them an income considerably in excess of their individual requirements—as, of course, the incomes of wage-earning bachelors often are. But it was well known that there was a time of scarcity ahead and that the possession of a "nest-egg" in those lean days might make all the difference between prosperity and dearth through the future years. If ever there was a case for deferred pay it was the case of these emergency workers. But no official suggested that. In some instances high wages were paid direct to the workers, and generally went the way that money does go when bestowed suddenly upon young persons accustomed to very narrow allowances. In other instances the higher rate was never given, but remained in some other taxpayer's pocket—and the taxpayer now thinks himself aggrieved at the outlay for unemployed benefit, which has been allotted alike to those who were amply and those who were poorly paid.

Further, justice to the women demanded that where new branches of work had developed under their hands—work in which, practically, no soldier had ever been employed—the women should not be ousted in favour of men. Such are the new Government Departments, some welding processes, nearly the whole of the manufacture of aircraft, and much of the manufacture of optical glass. No such distinction seems to have been made—or to have occurred—to the official mind.

Justice to the returning men required that they should not be kept out of any post which they had previously occupied nor find their rates of pay or conditions of work lowered as a result of the war-time employment of women. In the matter of previous employment they have, upon the whole, received more than justice; in the other matters they seem likely enough to receive less. But the special interests of men are not at this moment my subject.

There remains: justice to the work, to the job, and, unfortunately, the very notion is generally absent from the minds of those people who might be able to enforce it. The capitalist considers what will pay, the vendor what will sell, the trade union how to secure good wages, good conditions, and leisure. On the whole but three sets of people concern themselves about keeping up the standard of the job, about making it worth doing, getting it perfectly well done and maintaining the worker's satisfaction in it. These three sorts of persons are artists, skilled artisans, and some groups of educationalists—persons, in short, whom the professed "business man" ranks as faddists and troublesome outsiders. But Government authorities ought to entertain larger views than those of men whose activities have lain solely in money making; they ought to know that "higher production" means something beyond turning out more machine-made objects at 1½*d.* each in place of fewer at a 1¾*d.*; that the real wealth of a nation consists in the number of its skilled, industrious, and happy workers; and that, even on considerations of materialist utility, it is bad economy to have a population of apathetic, unintelligent men and women engaged in low-grade work.

Of the women who have been in munition works a large proportion have taken a step upward in industry; they have learned to regard accuracy as an engineer regards it and to feel that relation to an individual machine which many of us feel to our own sewing-machine or our own typewriter. In short, the element of personal interest has entered into their work—and without that element work is but toil and the worker a kind of slave. To let these women fall back from their new level into the old morass of unskilled, underpaid, unvalued work is stupid, cruel, and wasteful. They ought, on the contrary, to have had every opportunity opened to them of training and developing their newly-awakened faculties. Had they all been paid at a man's rate and had a fixed proportion of their pay been reserved for them until the period of dismissal, there would have been no need for an out-of-work benefit, but only for the offer, free

of charge, of such training as is given in the admirable trade schools of the London County Council. This training should have been waiting for them, and should have comprised many varieties of industry ; the teachers should have been such as I have met in some of the London schools—people inspired by and able to communicate a real enthusiasm for good work. Even a six months' course would have been a refreshment to wearied minds—and even to wearied bodies, since well-chosen physical exercise forms a part of the curriculum—and would have left the students at its close hopeful, encouraged, their respect for themselves and their work, their sense of the true values in life and their intrinsic worth as citizens, all deepened. This, indeed, would have been a fit expression of a great nation's gratitude for the response made by thousands of women to a call for their services. But our rulers did not understand ; and as non-understanding is own brother to indifference some of them are already beginning not to care. CLEMENTINA BLACK.

REVIEWS.

Handbook on Local Government. By E. Bright Ashford, B.A., and Edith Place. (Richard Bates, Manchester, 1*s.* 6*d.*).

THIS small handbook on a large and complicated subject has the great merit of clarity of thought and form. Further, it sets forth the " academic knowledge " (postulated in the preface as necessary to an intelligent exercise of the franchise) in the manner most calculated to attract the average reader : namely, the facts are classified under the subject-headings of matters under the jurisdiction of Local Government, and not (as is more usual) under the subject-headings of Governing Bodies.

The principles underlying Local Government are also clearly apprehended and brought to light, and voters would do well to digest some of the wise maxims, such as : " Rate-paying is merely co-operative instead of individual spending. Hence the duty of the ratepayer is not necessarily to see that as little is done as possible, but to ensure that the work is efficiently done."

It is the more regrettable that certain mis-statements have crept into this Adult's Guide to Knowledge. Some of these errors undoubtedly arise from the pre-occupation of the authors with the Local Government of London, as when, on p. 9, it is stated that the Councils for all these authorities (*i.e.*, Municipal Boroughs, Urban or Rural Districts, Parishes) " are elected every three years," which is true of London alone. Or when, on p. 33, the number of women who must be co-opted on County Councils is given as " five," which again applies only to London, the average number outside London being two. L. K. Y.

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